

Report for: Cabinet Member Signing – 30 November 2023

Title: Award of a contract for Haringey Street Outreach Service

Report authorised by: Denise Gandy Assistant Director of Housing Demand

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Ward(s) affected: All

**Report for Key/
Non Key Decision:** Key decision

1. Describe the issue under consideration.

- 1.1. This report details the outcome of an open tender process and seeks approval to award the Housing Related Support (HRS) contract for the Housing Street Outreach Service Team (HSORT) for rough sleepers in accordance with Contract Standing Orders (CSO) 9.07.1 (a) and 16.02.
- 1.2. The current contract expires on 31st March 2024 and a procurement process has been undertaken to ensure that a new contract is in place to meet the Council's requirements.

2. Cabinet Member Introduction.

- 2.1. n/a

3. Recommendations.

- 3.1 The Cabinet Member for Housing Services, Private Renters, and Planning, in pursuant to Contract Standing Order (CSO) 16.02 and 9.07.1a) and d) grants approval for the award of contract for the Provision of the Housing Related Support , Housing Street Outreach Service Team (HSORT) for rough sleepers to the successful bidder identified in Appendix 1 - Part B of this report
- 3.2 The proposed contract shall run for a period of three (3) years commencing 1st April 2024 to 31st March 2027 at an annual cost of £233,700 (totalling £701,100 over 3 years), with an option to extend for a further period or periods of up to four (4) years. For the avoidance of doubt the maximum contract length would be seven (7) years, if extended. The aggregated total cost of the contract will be £1,635,900 including the proposed extension period.

4. Reasons for decision.

- 4.1** There is an identified need within Haringey for services to support people who are rough sleeping around the wide-ranging needs and circumstances that contribute to and cause homelessness. A dedicated Housing Support Outreach Team helps meet that need, providing a flexible and person-centred service which will support clients. There is currently an increase in the numbers rough sleeping in Haringey.
- 4.2** The service offered is holistic with an assessment of need and circumstances conducted as a starting point with the aim being to support an individual away from street homelessness. Other outcomes include improvements in health and wellbeing, effective signposting to support services including immigration advice and support, substance and alcohol dependency and mental health.
- 4.3** This service is funded from the Rough Sleeping Initiative (RSI) administered by the Department for Levelling Up, Housing & Communities (DLUHC), this contract will enable the demand for the service to be met which in turn will enable the Council to meet its strategic commitments to residents around rough sleeping and single homelessness.
- 4.4** The service will also work closely with the GLA's Rapid Response Team (RRT), Haringey Council Housing Needs, commissioned and non-commissioned supported housing pathways, the Community Safety Team, the boroughs Homeless Health Inclusion Team (HHIT) and other partners to secure accommodation which reduces and prevent rough sleeping in Haringey. Therefore, the decision ensures that the Council's money is spent appropriately on what's needed most and vital to the Council and its residents.
- 4.5** The decision to award a contract to the successful bidder is also based on the conclusion of a competitive procurement process and is made according to the outcome of the Most Economically Advantageous Tender. The recommended bidder has a knowledge of the community. The tender clearly states their commitment and expertise to reduce and support homelessness in Haringey.
- 4.6** The recommended bidder submitted a strong tender that clearly demonstrates expertise and commitment to providing the appropriate and relevant care and support to local residents. Furthermore, they demonstrated that they are invested in social value - provide training and employment opportunities for local people.

5. Alternative options considered.

- 5.1 Do nothing** – The Council could elect not to recommission the Housing Street Outreach Service Team. However, this would leave Haringey without the appropriate outreach service to support people rough sleeping. This would be likely to cause an increase in the number of people rough sleeping and would have a significant detrimental impact on people's wellbeing, as well as the Council and its partners. The option to do nothing was considered and rejected.
- 5.2 Extend existing contracts** – Extension periods available within the existing contracts have been exhausted.
- 5.3 Deliver the services inhouse** – Extensive consideration was given to the possibility of in-house delivery for this service. However, the investment required to manage this service internally would be more than the budget envelope. The service is a specialist provision and if provided in house would be lacking the capacity and expertise. Also, the funding for this service is provided by DLUHC and the existing provider was agreed as a delivery partner. Any change to this arrangement would have to be approved by DLUHC.

6. Background information.

- 6.1** Rough sleeping is the most visible form of homelessness and arguably the most damaging. It causes significant harm to individual physical and mental health, general wellbeing and drastically reduces life expectancy. A woman sleeping on the streets has a life expectancy of 41 years and a man 43 years, almost 40 years younger than the average life expectancy for the general population. In Haringey, approximately four people affected by rough sleeping die prematurely each year, with an average age at death of just 47 years old.
- 6.2** Rough sleeping is increasing. A total of 8,329 people were seen rough sleeping in London during 2021/22. Just over half (52%) of people seen rough sleeping in 2021/22 were from the UK, while slightly over one fifth (22%) were from (Central Eastern European) CEE9 countries. Since our lowest recorded street count figure during 2020, we have seen a 333% increase in rough sleeping.
- 6.3** Rough Sleeping and the street-based behaviour often associated with it, such as begging, street drinking and other forms of antisocial behaviour, are damaging to communities and individuals. People who are rough sleeping are vulnerable to abuse, exploitation, and trafficking, as well as to hate crime and other forms of victimisation. Some groups are particularly vulnerable to this; women, young people, learning disabled adults, LGBTQ+ people and people from migrant communities.

- 6.4** Key Performance Indicators, Combined Homelessness and Information Network CHAIN data analysis and other qualitative methods of performance management are integrated within the service specification and will be monitored through contract monitoring meetings and reports. This reporting will enable the Council to submit monthly data to DLUHC on the performance of our overall rough sleeping programme.
- 6.5** Contract monitoring meetings with the provider and local service managers will be held on a quarterly basis to ensure the outcomes set out in the contract are achieved and that service users and local staff and stakeholders are satisfied with the service and able to feed their views and insights into operational delivery.
- 6.6** Responses to Streetlink referrals are partially within the remit of the Rapid Response Team provided pan-London by Thames Reach and commissioned by the GLA. However, there is limited capacity within the Rapid Response Team to offer dedicated casework support, therefore it is clear that Haringey, and all other London boroughs, require a dedicated and discrete outreach team to ensure this work takes place.
- 6.7** Consultation was carried out across partners, service users, and stakeholders about the street outreach team. The effectiveness of the incumbent team was found to be positive. The team was able to identify people who were rough sleeping, understand their support needs and either find suitable accommodation or signpost effectively. The outreach service was available outside standard service hours, and the team culture of persistence and resilience helped build trust with service users. The consultation process:
- used a range of interactions suitable for all parties involved, from simple information giving, questionnaires and supporting community activity.
 - removed physical, language, or social barriers to communities getting access to information or voicing needs or opinions
 - enabled everyone to know about and understand how complex some of the local issues may be.
 - This helped people understand how difficult it can be to find solutions and manage their expectations.

7. Procurement Process.

- 7.1** The procurement process was carried out in line with the Public Contract Regulations 2015 and the Council's Procurement Code of Practice and in accordance with the Invitation to Tender (ITT) documents with the opportunity advertised, and bidders treated equitably in a transparent process.

- 7.2** A 'Market Engagement' event was held on 27th June 2023. The purpose of the event was to communicate and share information with potential providers to help them understand the commissioning intentions and offer opportunities to network and forge partnerships, where appropriate. The 'Market Engagement' event indicated that this is a specialist service and the nature of the market for this type of service is limited. Therefore, the 'Open' tendering process was selected as the most efficient route to market.
- 7.3** The tender process started on 24th July 2023 with placing a contract notice in Find a Tender Service (FTS), Contract Finder and Haringey's Procurement and Contract System (HPCS) Portal. Also, organisations who had attended the Market Engagement event were informed of publication of the contract notice.
- 7.4** The Invitation to Tender (ITT) and supporting documents were uploaded on HPCS (e-tendering portal) where following a registration process, the potential bidders can access the tender documents and submit their tenders electronically. By the closing date of the tender (24th August 2023), 6 organisations had registered their interest on HPCS portal. (see Appendix 1 - Part B exempt information of this report).
- 7.5** The tender was evaluated using the Most Economically Advantageous Tender (MEAT) with a split of 60% quality (inclusive of 10% social value) and 40% price. The tender evaluation criteria and weighting were set out in the tender documents and clarified during the tendering process.
- 7.6** The evaluation panel was comprised of 3 evaluators from the Council's Housing Related Service and a representative with lived experience from a community service provider. The bidder was selected and recommended for award, as they met all the thresholds related to quality and pricing.
- 7.7** The outcome of the tender evaluations and respective scores of the tender. is contained in Appendix 1 - Part B (exempt information) of the report.
- 7.8** The recommendation is based on a robust evaluation process following a competitive procurement process. The recommended bidder's submitted tender was comprehensive and included robust models of the intended service delivery model, a good understanding of the contract's risks and challenges, and meeting and surpassing all the minimum quality criteria thresholds.

8. Contribution to strategic outcomes.

- 8.1 The service directly links to Theme 4 Adults, health and welfare – Enable adults to live healthy, long and fulfilling lives and feel connected and safe in the community.
- 8.2 The service will contribute to the strategic objectives of Adults Social Care and their partners to offer preventative interventions at individual and community levels; decreasing demand on supported housing, preventing escalation of need and offering viable options to residential care.
- 8.3 The services will contribute to the delivery of the Council’s Rough Sleeping (2023-2027) strategies by helping to prevent and relieve homelessness, reduce the use of temporary accommodation, and provide rapid exit from street homelessness for those in need.
- 8.4 The service also contributes to the Council’s statutory responsibilities under a range of legislation including the Homelessness Reduction Act (2018), the Care Act (2014) and the Equality Act (2010), by providing housing-related support to vulnerable people to ensure they are able to live independent, fulfilling and active lives in the community for as long as possible.
- 8.5 The contract award will contribute to the Council’s commitment to generate social, economic and environmental benefits to its residents due to the social value commitments of the winning bidder including the Employment and Skills team delivering one session every month at Mulberry Junction to support unemployed people into work.

9. Carbon and Climate Change

- 9.1 The climate action plan is not a consideration for the Haringey Street Outreach Team.

10. Statutory Officers comments (Chief Finance Officer (including procurement) Assistant Director of Corporate Governance, Equalities)

10.1 Finance.

- 10.1.1 This report seeks approval to award the Housing Related Support (HRS) contract for the Housing Street Outreach Service Team (HSORT) for rough sleepers, commencing 1 April 2024, for a period of three years until 31 March 2027. The current contract expires on 31st March 2024. The annual cost of the contract will be £233,700. There is an option to extend the contract for a further period or periods of up to four years, making the maximum contract length seven years. The total cost of the contract over the maximum contract period of seven years will be £1,635,900.

10.1.2 The cost of this contract will be funded from the Rough Sleeping Initiative grant awarded by Department for Levelling Up, Housing and Communities, for 2022-23 to 2024-25. The current allocation of grant expires at the end of 2024-25, covering just the first year of this contract. It is assumed that Rough Sleeping Initiative grant funding would be available in future years, to fund the remaining years of this contract and would not require funding from the council's general fund.

10.2 Procurement

10.2.1 The service to which this report relates is within remit of the Light Touch Regime of the Public Contracts Regulations 2015. As such the contract opportunity was duly advertised and an open tender undertaken

10.2.2 The request to award to the successful bidder is in line with the Regulations and in accordance with CSO 16.2 and 9.071 a) and d)

10.2.3 The procurement process returned best value in the current market and should be grant funded as outlined at 10.1.2 above.

10.2.4 Key performance indicators and other qualitative methods of service delivery assessment are woven into the service specification which will provide a baseline for quarterly monitoring meetings and reports.
Regular contract monitoring will mitigate against service delivery risk, ensure contract outcomes are met, and will identify and enable the prompt management of operational challenges.

10.3 Legal

The Head of Legal and Governance (Monitoring Officer) has been consulted in the preparation of this report.

The services are Schedule 3 services (social and other services) under the Public Contracts Regulations 2015 (the Regulations) and are subject to the 'light touch' regime.

The Council has carried out an open tender process in accordance with Regulation 27 and the Council's Contract Standing Orders (CSO 9.01.1).

The award of the contract is a Key Decision and, as such, must comply with the Council's governance requirements in respect of Key Decisions including publication in the Forward Plan.

As the award of the contract is a Key Decision, approval would normally fall to the Cabinet under CSO 9.07.1 d) (contracts valued at £500,000 or more). In-between meetings of the Cabinet, the Leader may take any such decision or may allocate to the Cabinet Member with the relevant portfolio (CSO 16.02).

The Head of Legal and Governance (Monitoring Officer) confirms that there are no legal reasons preventing the Cabinet Member for Housing Services, Private Renters and Planning from approving the recommendations in this report.

10.4 Equality.

10.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
- Advance equality of opportunity between people who share those protected characteristics and people who do not.
- Foster good relations between people who share those characteristics and people who do not.

10.4.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.

10.4.3 Although it is not enforced in legislation as protected characteristics, Haringey council treats socioeconomic status as a local protected characteristic.

10.4.4 This decision will help the Council to meet its equalities duties and address known inequalities affecting individuals with protected characteristics, in particular relating to age, sex, sexuality, gender identity, race, and disability. Accordingly, the decision represents progress to eliminate discrimination and advance equality of opportunity. As an organisation carrying out a public function on behalf of a public body, the service provider will be obliged to have due regard for the need to achieve the three aims of the Public Sector Equality Duty as stated above.

10.4.5 Protected characteristics are tracked on the CHAIN (Combined Homelessness and Information Network) database case management and monitoring application on a monthly basis.

11. Use of Appendices

Appendix 1: Part B – Exempt Information

12. Local Government (Access to Information) Act 1985